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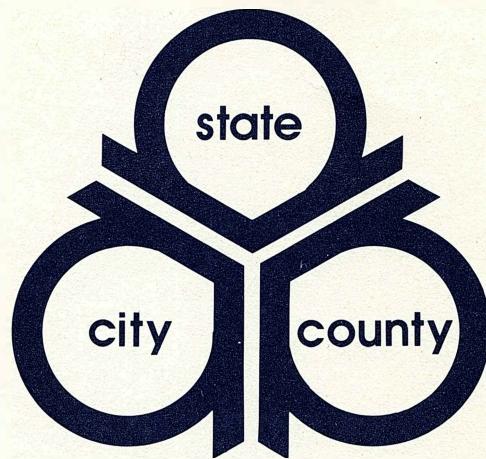
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# 1985-1986 Annual Report

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WORKING TOGETHER



TO FORM A CLOSER  
STATE-LOCAL  
PARTNERSHIP

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October 29, 1986

TO THE HONORABLE JOHN ASHCROFT AND MEMBERS OF THE GENERAL ASSEMBLY:

Governor John Ashcroft fulfilled the long desired dream of many local government advocates when he signed an Executive Order May 6, 1985 establishing the Missouri Commission on Local Government Cooperation. Ashcroft said, "The state Commission will help governmental entities work together more effectively. As Chairman of the Governor's Crime Commission, I have found that a Commission structure linking public entities throughout the state directly to government in Jefferson City is particularly useful in developing effective relations with the General Assembly. Twenty-one\* states currently have intergovernmental commissions and it is time that Missouri joined their ranks."

We are proud of the accomplishments of the Commission particularly in legislation approved by the Missouri General Assembly that established the Missouri Public Entity Risk Management Fund. The Commission researched, studied and recommended this issue to lawmakers for their approval. We feel this legislation, enabling Missouri's local governments to obtain liability insurance through a state administered program, will provide substantial dollar savings to these governments and to taxpayers.

The Commission has several challenging tasks ahead, one of which is being undertaken at the present time. The preliminary work has been done and studies are underway that will seek to learn the true magnitude of new federalism and what reductions in federal aid will mean to Missouri and its local governments.

TO THE HONORABLE JOHN ASHCROFT AND MEMBERS OF THE GENERAL ASSEMBLY

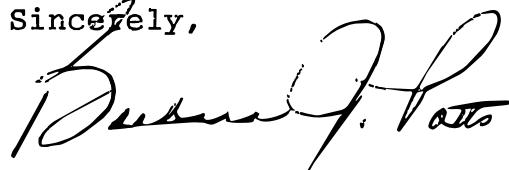
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October 29, 1986

We are also very proud that Governor Ashcroft has been appointed by President Reagan to the prestigious federal Advisory Commission on Intergovernmental Relations (ACIR). ACIR was created by the Congress in 1959 to monitor the operation of the American federal system and to recommend improvements. ACIR is a permanent national bipartisan body representing the executive and legislative branches of federal, state, and local government and the public. Governor Ashcroft patterned our state Commission after the ACIR.

We are grateful for the help and cooperation we have received from the Governor, the state legislature, and state and local government officials. We look forward to working with the Governor, members of the Missouri General Assembly, and all of our partners in government as we strive to develop a strong linkage between state and local government and to provide a forum for solving problems of mutual concern.

Sincerely,



Barbara Potts  
Chairperson

\*There are currently 25 states that have established an Intergovernmental Commission.

# Introduction

## Missouri Commission on Local Government Cooperation

P. O. Box 809  
Room 760 Truman Building  
Jefferson City, Missouri 65102  
314/751-4834

John Ashcroft  
Governor of Missouri

John Pelzer  
Commissioner of Administration

Stan Perovich  
Director of General Services

### Intergovernmental Relations Unit

Lois Pohl  
Director

Carol Meyer  
Administrative Assistant

The Missouri Commission on Local Government Cooperation was established to provide a centralized structure linking public entities to state government. The Commission serves as a vehicle of communication through which state and local governments can meet to discuss and resolve shared problems.

The Executive Order assigned the staff duties of the Commission to the Commissioner of Administration, John Pelzer. Mr. Pelzer designated the Intergovernmental Relations (IGR) Unit which was already in existence in the Division of General Services as staff for the Commission.

The Intergovernmental Relations Section is a centralized structure linking public entities throughout Missouri to state government. The section is unique in that it is the only one that deals totally with local issues.

# Commission Members

## Local Government Representatives

Delores Hudson, Councilwoman  
City of Warrensburg

Joseph L. Adams, Jr., Councilman  
City of University City

George Hartsfield, Mayor  
City of Jefferson City

Barbara Potts, Mayor  
City of Independence

Gary A. Eide, City Manager  
City of Cape Girardeau

Paul Beecher, Assistant City Manager  
City of Kansas City

Gary S. Markenson, Executive Director  
Missouri Municipal League

Peter Levi  
Mo. Association of Councils of Government

\*Ralph Krodinger, Presiding Commissioner  
Jefferson County

Ronald D. Houseman, County Clerk  
Taney County

Juanita Donehue, Executive Director  
Missouri Association of Counties

\*Vice Chairman of Commission

## State Agency Officials

John Pelzer, Commissioner  
Office of Administration

Carl Koupal, Director  
Department of Economic Development

Tom Duncan  
Governor's Office

Paul McNeill, Director  
Department of Revenue

Fred Brunner, Director  
Department of Natural Resources

## Citizens Appointed by the Governor

Mary Doggett Sikeston	Lenore Morris Rolla
Randy Eaton Warsaw	Bill Owen Springfield
Paul Ground St. Louis	Don Redding Independence
Jon Hutcheson Houston	Virginia West Moberly
Forrest Miller St. Louis	Don Winslow Kansas City

## State Legislators

Norman Merrell, Senator  
District 18, Monticello

Fred Dyer, Senator  
District 2, St. Charles

Francis R. Brady, State Representative  
District 79, Jennings

Roy Cagle, State Representative  
District 127, Joplin

## Staff

Lois Pohl, Director  
Carol Meyer, Administrative Assistant

## **Responsibilities of the Commission**

The Missouri Commission on Local Government Cooperation was established by Executive Order 85-15 on May 6, 1985 by Governor Ashcroft in order to develop a closer partnership between state and local governments.

The duties of the Commission are:

1. To undertake, as it deems appropriate, research and investigation into issues and problems pertaining to state-local relations.
2. To function as a clearinghouse for information relevant to intergovernmental issues.
3. To serve as a vehicle of communication through which state and local governments can meet to discuss and resolve shared existing and potential problems.
4. To review and analyze proposed legislation and regulatory changes and make recommendations that affect state and local government relations.
5. To coordinate the provision of technical assistance to state and local government in a broad range of program and policy areas.
6. To perform other such similar services and research as the Commission shall decide upon.

## 1985-1986 Activities

The full Commission meets three times a year. During the interim the Commission operates by a committee structure of four working committees:

Executive Committee - responsible for establishing committee assignments and resolving policy issues needing immediate attention.

Legislative Committee - responsible for developing and/or studying legislation relating to local government issues.

Governmental Services Committee - responsible for issues concerning existing and proposed state and federal services to local governments.

Current Issues Committee - responsible for developing the Commission's research agenda and carrying out all intergovernmental studies, and responsible for developing statewide lines of communications and to review and screen all inquiries to the Commission.

## Committees

### Executive

Barbara Potts, Chairperson  
John Pelzer  
Ralph Krodinger  
Paul Ground  
Norman Merrell

### Legislative

Mary Doggett, Chairperson  
Carl Koupal  
Paul McNeill  
Don Redding  
Forrest Miller  
Francis Brady  
Roy Cagle  
Ralph Krodinger  
Paul Beecher  
Joe Adams

### Governmental Services

Ron Houseman, Chairperson  
Tom Duncan  
Fred Brunner  
Jon Hutcheson  
Randy Eaton  
Lenore Morris  
Bill Owens  
Norman Merrell  
Gary Eide  
George Hartsfield

### Current Issues

Dee Hudson, Chairperson  
John Pelzer  
Virginia West  
Don Winslow  
Paul Ground  
Fred Dyer  
Gary Markenson  
Pete Levi  
Juanita Donehue

October 9, 1985 - The first full Commission met at the Ramada Inn in Jefferson City. Jane Roberts, Assistant Director of the federal Advisory Commission on Intergovernmental Relations (ACIR) was guest speaker. She gave a presentation on ACIR, what it is and what other states with intergovernmental commissions are doing. At this meeting by-laws were adopted and committees appointed.



Chairperson Barbara Potts calls the first meeting to order on October 9, 1985. Also pictured are Stan Perovich, Division of General Services, Jane Roberts, ACIR, and John Pelzer, Commissioner of Administration.

January 7, 1986 - The second meeting of the Commission was held in the Harry S Truman Building in Jefferson City. The guest speaker was C. Dean Martin, environmental emergency response coordinator, Department of Natural Resources who discussed the state's role in the transport and disposal of hazardous substances.

As a result of the work of the committees, the Commission set the following priorities for FY 85-86:

1. The establishment of a Missouri Public Liability Fund and/or other means to help local government solve the insurance crisis.
2. To study the impact of changes in federalism and intergovernmental relations and the methods that local governments can cope with these changes.
3. Assessment maintenance and funding.
4. Solid Waste Management.

April 3, 1986 - The Commission held its third and final meeting of the year in Jefferson City at the Governor Hotel. Judge Wilbur Dunk, president of the National Association of Regional Councils and a member of the Texas ACIR was keynote speaker. He talked to the Commission about the federal perspective on the changes affecting state and local governments due to programs such as tax reform and Gramm-Rudman, and addressed intergovernmental cooperation and how it has been successful in Texas.

## About the Commission Members

The Missouri Commission on Local Government Cooperation is comprised of thirty members. The Governor has appointed ten Commission members from the private sector and five members who are state officials. Two members of the House of Representatives were appointed by the Speaker of the House and two members of the Senate were appointed by the Senate President Pro Tem. The remaining eleven members are appointed by various local government associations.

The Governor designated Barbara Potts chairperson.

**Barbara J. Potts** is the mayor of Independence and has served as city council member. She is past chairman of Mid-America Regional Council and vice-president of the Missouri Municipal League.

**Joseph L. Adams** is a professor of history at Meramec Community College and is currently a member of the University City Council. He is also a member of the Missouri Municipal League Board of Directors and a member of the National League of Cities Steering Committee on Transportation Communication.

**Frederick A. Brunner** received his Doctorate degree from Vanderbilt University in Environmental and Water Resource Engineering. He is currently the director of the Missouri Department of Natural Resources.

**Paul Beecher** is an assistant city manager for Kansas City. He was previously city manager in Excelsior Springs, and is currently serving as president of the Missouri City Management Association.

**Francis R. Brady** is a member of the House of Representatives and serves as chairman of the Local Government Committee; member of Consumer Protection, Local Government, Public Health & Safety, State Parks & Recreation and Natural Resources Committees. He represents the 79th District and was elected to the House in 1975.

**Roy Cagle** was elected to the Missouri House of Representatives in 1977. He was elected Minority Floor Leader in 1984. He is in insurance, investments, medical supplies and real estate development. He is a director of Oak Hill Hospital in Joplin. He is also the national chairman of the American Legislative Exchange Council.

**Mary Doggett** is an economic development specialist for the Sikeston Development Council. She was previously a teacher in the local high school social studies department. She has served on the Sikeston City Council and was mayor of the city. She is also a member of the Mississippi River Parkway Commission.

**Juanita Donehue** is the executive director of the Missouri Association of Counties. She is the immediate past president of the Missouri Society of Association Executives and a member of the University of Missouri State Advisory Council for Extension.

**Tom Duncan** is assistant to Governor Ashcroft for Education and Policy Development. Prior to coming to Jefferson City, he was assistant professor of Government and Public Administration at Evangel College in Springfield. He serves as liaison to both the Coordinating Board for Higher Education and the Department of Elementary/Secondary Education. He staffs various National Governors Associations' Task Forces on behalf of the Governor.

**Fred Dyer** represents Senate District 2 and was formerly a member of the House of Representatives. He serves on the following Senate committees: Banking, Commerce and Tourism; Human Resources and Environment; Local Government and Economic Development; Low Level Radioactive Waste Compact Advisory (statutory); Transportation.

**Randall D. Eaton** is vice-president of the United Missouri Bank of Warsaw. He is president of Warsaw Main Street Association and president of the Warsaw Senior Citizens Board. He also serves on the Benton County School Board and is active in various civic organizations.

**Gary A. Eide** is city manager of Cape Girardeau and was previously city manager of Mexico. He is the immediate past president of the Missouri City Management Association and is on the Board of Directors of the Missouri Municipal League.

**Paul Ground** is an attorney and a partner in the St. Louis County firm of Quinn, Ground and Banton. He is past president of both the West St. Louis County Chamber of Commerce and the St. Louis County League of Chambers of Commerce.

**George Hartsfield** is mayor of Jefferson City. He has served as a member of the Missouri Municipal League's Board since 1980 and served as its president in 1985. He is the area manager for United Telephone Company.

**Ronald D. Houseman** is the Taney County Clerk and president of the Missouri County Clerk's Association. He is immediate past president of the Missouri Association of Counties and a member of the National Association of Counties' Environment and Land Use Steering Committee, and vice-chairman of the National Association of Counties' Solid and Hazardous Waste Subcommittee. He is a member of the Missouri Public Entity Risk Management Board.

**Delores (Dee) Hudson** is mayor of Warrensburg and has served on the city council. She is past president of the Missouri Municipal League. She serves on the National League of Cities' Board of Directors Advisory Board. She is the director of Admissions at Central Missouri State University.

**Jon S. Hutcheson** is a practicing attorney from Houston. He served two terms as prosecuting attorney of Texas County and is a former member of the Governor's Crime Commission.

**Carl Koupal, Jr.** is director of the Missouri Department of Economic Development. Prior to his appointment, he practiced law with the St. Louis law firm of Schoenbeck, Tucker & Schoenbeck, specializing in civil litigation. He is an active member of the American Bar Association, Missouri Bar and Illinois Bar.

**Ralph Krodinger** has been presiding judge of Jefferson County Commission for 8 years and associate judge for 8 years. He is a board member and former president of the Missouri Association of Counties, chairman of the Jefferson/Franklin Counties Job Training Partnership Act Board, and on the Board of Directors of East-West Gateway Coordinating Council.

**Peter S. Levi** is executive director of the Mid-America Regional Council (MARC) which serves the bi-state Kansas City region. Mr. Levi is a member of the Executive Director's Advisory Committee of the National Association of Regional Councils.

**Paul S. McNeill** is the director of Revenue for the state of Missouri. He is a certified public accountant and was previously in the tax department of Peat, Marwick, Mitchell. He is also an attorney and practiced law in St. Louis for two years. His governmental service includes serving as a commissioner of the State Tax Commission of Missouri.

**Gary S. Markenson** is executive director of the Missouri Municipal League. He has written numerous publications and articles on Missouri local government and is active in civic and professional organizations.

**Norman L. Merrell**, 18th District, Monticello, will be serving his 5th term in the Missouri Senate, and has served 6 years as President Pro Tem. He is presently chairman of the Government and Economic Committee and the Statutory Commission on Local Government Cooperation, and serves as a member of the Appropriations, Education, Governmental Affairs and Rules, and Resolutions Committee.

**Forrest W. Miller, Jr.** is owner and operator of the Royale Orleans, a full service banquet restaurant in St. Louis. He presently serves on the Board of Forest Park Community College, and is president of the Missouri Restaurant Association's St. Louis Chapter.

**Lenore J. Morris** has been very active in church, political and educational projects in the Rolla area for many years. Until March of 1986 she was co-owner of four retail stores and was personally involved in their management and operation.

**Bill Owen** is from Springfield where he is vice-president and member of the Board of Directors of the Greene County Bank. He is a former member of the Missouri House of Representatives and serves on the Board of Directors of the Lakes Country Rehabilitation Center.

**John Pelzer** is the Commissioner of Administration for the state of Missouri coming from the city of Kirksville where he was city manager. He is chairman of the Board of Trustees, Missouri Public Entity Risk Management Fund and Board of Directors, Missouri State Deferred Compensation Program. He is active in civic and charitable activities both locally and statewide.

**Don Redding** is president of Redding-Jackson and Associates, an insurance firm in Independence. He is a member of various community and professional organizations.

**Virginia West** was previously marketing director of Moberly Junior College. She is active in state politics, and is an independent public relations consultant. She is a past trustee of Moberly Junior College and active in betterment projects. She was chairperson, Missouri Commission on Status of Women.

**Donald E. Winslow** is an assistant vice president/manager of the Marsh & McLennan Group Associates, Kansas City office. He has been with Marsh & McLennan Companies for 16 years. Marsh & McLennan Group Associates specialize in insurance and related financial products and services. He served as a member of the Missouri House of Representatives.

## Priorities and Accomplishments

The Commission's number one priority issue--the establishment of a public entity risk management fund--is now a law which originated and was supported by the Commission.

The Missouri Public Entity Risk Management Fund, or MoPERM, offers all political subdivisions in the state (including municipalities, counties, school districts and the various special districts) the option of participating in and making annual contributions to the state-administered self-insurance pool providing liability protection up to the statutory \$800,000 and further provides for the purchase of insurance or reinsurance.

Two Commission members are on the board. The Governor appointed Ron Houseman, and John Pelzer is a member by statute as Commissioner of Administration. At the first meeting the board elected John Pelzer chairman.

This was a very important achievement and was accomplished only through the cooperative efforts of the state, cities, counties, school districts and other public entities working together to sell the program to the General Assembly. The legislation was drafted in November, introduced in the Legislature in January, passed in April and signed into law June 30 with an emergency clause. The collective efforts of state and local governments can be very effective.

The second priority--to look at the impact of federal changes--is now being studied by the Current Issues Committee. Massive budget cuts combined with proposed changes in tax policy will have a huge, but as yet unmeasured impact on Missouri and its local governments. This committee is attempting to determine the impacts of proposed federal actions and to recommend actions to address these impacts. In order to do this, a survey was sent to each city and county asking their plans relating to proposed federal cuts.

The survey concluded that the majority of local governments prefer to make up for potential loss of federal funds by



Governor Ashcroft signed the MoPERM bill into law June 20, 1986

reducing or deferring capital expenditures and reducing expenditures for maintenance and operations. Their preferred methods to compensate loss would require state action: state revenue sharing, removal of required voter approval for licenses and fees, and increase local taxing authority.

As a result of this survey, the Commission will sponsor a one-day symposium to help local officials understand the implications of federal funding cuts and to look for means to enhance existing revenues through better cash management.

Because of the timeliness and importance of the first two priorities, the Commission has not spent much time on assessment maintenance and solid waste other than monitoring proposed legislation which has since passed into law.

## Other Activities

The symposium the Commission is sponsoring on November 14, 1986 is called, "How To Cope With Federalism" and is geared to the needs of local elected officials and employees. The purpose of this symposium is to help local officials understand the implications of federal funding cuts and to help them make their communities aware of the impact of the loss of these funds. There will also be sessions on capital budgeting and infrastructure financing. Several state department directors will be on a panel to explain how federal reductions in state programs will affect local government through direct or indirect cuts in service or funding. Participants in the symposium include federal, state, and local representatives.

Commission staff is developing a directory of state agencies for distribution at the local level. The directory will include organizational charts of each department and provide information on the services provided by each division within the departments. Staff will also be publishing a brochure listing all statewide local government associations and the services they provide. The purpose of these two publications is to inform state agencies and local governments of the resources available to them and to give a better understanding to private citizens of how government operates.

In addition a statewide mailing list of all public entities has been developed. This list includes all special districts as well as villages, cities and counties.

## Work Plan for 1986-87

New priorities will be set at the October 29, 1986 meeting of the Commission. The Current Issues Committee will continue its educational program to assist local governments and to study the impacts of federal actions. The Commission will study the feasibility of developing an educational program to make citizens more aware of the structure and needs of state and local government. This will possibly be done with the assistance of other local government and community organizations.

The Commission will be actively monitoring legislation of importance to state and local governments.

Of particular interest will be legislation developed as a result of the Missouri Task Force on Liability Insurance which is studying a wide range of proposals, including either changes in existing law, changes in insurance company rate-making regulations and practices, or both. The Commission will also be endorsing proposed legislation which will amend existing statutes to allow local governments to share jail and other public facilities on a multi-jurisdictional basis. Finally, the Commission will support legislation which will allow expansion and flexibility of local tax authority.

A directory of special districts in the state of Missouri will be published. This directory will include a description of each type of district and will include addresses.

Because of the structure of the board and staff, the Commission will continue to focus on immediate, short-term policy issues.

The Missouri Commission on Local Government Cooperation is the only forum in the state which deals with mutual state-local concerns. The Commission's goal is to have all governments working together to form a closer state-local partnership.

The Commission has and will continue to promote the spirit of intergovernmental cooperation which is so very important at this time.

